



DEPARTMENT OF THE NAVY

CHIEF OF NAVAL OPERATIONS
2000 NAVY PENTAGON
WASHINGTON, DC 20350-2000

IN REPLY REFER TO

OPNAVINST 3440.16C
N312

10 MAR 1995

OPNAV INSTRUCTION 3440.16C

From: Chief of Naval Operations

Subj: NAVY CIVIL EMERGENCY MANAGEMENT PROGRAM

Ref: (a) DoD Directive 3025.1 of 15 Jan 93 "Military Support to Civil Authorities (MSCA)" (NOTAL)
(b) DOD Directive 3020.36 of 2 Nov 88 "Assignment of National Security Emergency Preparedness (NSEP) Responsibilities to DOD Components" (NOTAL)
(c) DOD Directive 3025.12 of 4 Feb 94 "Military Assistance for Civil Disturbances (MACDIS)" (NOTAL)
(d) DOD Manual 3025.1-M of 2 Jun 1994 "Manual for Civil Emergencies" (NOTAL)
(e) DOD Directive 5160.54 of 26 June 1989, "DOD Key Assets Protection Program (KAPP)"
(f) DOD Directive 5100.46 of 4 Dec 75 "Foreign Disaster Relief" (NOTAL)
(g) OPNAVINST 3040.5B of 3 Apr 81 "Procedures and Reporting Requirements For Nuclear Reactor and Radiological Accidents"
(h) OPNAVINST 3440.15 of 30 Nov 81 "Minimum Criteria and Standards For Navy and Marine Corps Nuclear Weapons Accident and Incident Response"
(i) SECNAVINST 5820.7B of 28 Mar 88 "Cooperation With Law Enforcement Officials"

Encl: (1) Navy Civil Emergency Assistance Organization
(2) Federal Civil Emergency Assistance Organization
(3) Civil/Military Organizational Structure for Emergency Response
(4) Navy Principal Planning Agents' and Regional Planning Agents' Areas of Responsibility
(5) Navy Emergency Preparedness Liaison Officer Program
(6) Navy Emergency Support to Civil Authorities
(7) Navy Assistance for Civil Disturbances
(8) Navy Support to the Key Asset Protection Program
(9) Definition of Terms



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1. **Purpose.** To provide Navy policy, planning guidance, operational structure, and assignment of responsibilities in the implementation of references (a) through (e) for the assistance to civil authorities in the event of an emergency.
2. **Summary of Changes.** The down-sizing and reorganization of the Department of Defense (DOD) has had a significant impact on the Navy emergency preparedness organization. U.S. Atlantic Command (USACOM) is now a DOD Principal Planning Agent and has responsibility for all of the continental U.S. (CONUS), and Forces Command (FORSCOM) is now a component command of USACOM. Regional Planning Agent (RPA) sites have been changed, as well as some RPAs' geographic areas of responsibility (AOR). The new "all hazards" approach to civil emergency preparedness, including Civil Defense, has obviated the need for separate Civil Defense emergency procedures.
3. **Cancellation.** OPNAVINST 3440.16B and report symbol DD-POL (AR)1114(3440).
4. **Background and Discussion**
 - a. It is Federal Government policy to assist civil authorities in coping with civil emergencies or disturbances when the situation is so severe that it exceeds the response capability of civil authorities. In compliance with this policy, the Secretary of Defense has directed the Services to plan for conducting Military Support to Civil Authorities (MSCA) and/or Military Support for Civil Disturbance (MACDIS) under various circumstances of emergency. Under the new "All Hazards" approach, civil emergencies may include any domestic natural or manmade disaster or emergency that causes or could cause substantial harm to the population or infrastructure including the consequences of any attack, national security emergency, or civil disturbance.
 - b. Foreign disaster assistance is excluded from coverage under this directive. It is Department of State's (DOS) responsibility to determine whether DOD components will be required for foreign disaster relief operations. The Assistant Secretary of Defense (International Security Affairs) [ASD(ISA)]

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will determine what actions and to what extent DOD forces will respond to DOS requests for support to foreign disasters. Consistent with this responsibility, ASD(ISA) will direct such support as necessary, via Chairman of the Joint Chiefs of Staff (CJCS) and unified commanders, in coordination with the Services. Reference (f) provides planning guidance for implementation of foreign disaster relief operations.

c. Matters dealing with nuclear accidents are also excluded from coverage under this directive. Specific policy, planning guidance, and organizational structure for nuclear accidents and incidents are found in references (g) and (h). Nevertheless, the general policy, planning guidance, and organizational concepts contained in this directive apply to planning and implementing a response to a nuclear accident or incident.

5. **Applicability.** This instruction applies to all U.S. Navy activities. It is effective immediately upon receipt for all disaster preparedness planning and execution.

6. **Policy**

a. All Navy installation commanders will develop emergency preparedness plans in accordance with the guidelines of applicable Principal and/or Regional Planning Agents.

b. The primary objective of Navy emergency management is to protect and restore Navy mission capabilities. However, considering Navy mission priorities, Navy commanders (all levels) must be prepared to employ appropriate Navy resources under their cognizance in support of civil emergencies. Navy resources in this context refer to personnel, forces, equipment, supplies, and facilities.

c. Conforming with the intent of Title 18 U.S.C. 1385 (Posse Comitatus Act), Navy personnel shall not be employed to enforce civil law, except as otherwise provided in reference (i).

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d. DOD resources will be provided for support to civil authorities only when response or recovery requirements are beyond the capabilities of the civil authorities [as determined by Federal Emergency Management Agency (FEMA) or other lead Federal agency for emergency response]. All State resources, including the National Guard, should be considered before use of DOD resources is requested.

e. Military commanders are authorized to respond to requests from the civil sector to save lives, prevent human suffering, and/or to limit property damage. An "Immediate Response" scenario is situation-specific and may or may not be associated with a declared disaster. Immediate assistance by commanders will not take precedence over their mission-related duties, nor over the survival of their own units. Navy commanders acting under Immediate Response authority shall advise their Regional Planning Agent (RPA) or Principal Planning Agent (PPA) of the details of the operation as soon as the situation allows.

f. Preparation and training in civil emergency assistance operations are to be accomplished within the existing command organizational structure. Necessary skills enhancement may be accomplished by means of appropriate training available through DOD, FEMA, and/or State and local courses or schools.

7. Concept of Operations

a. The command organization discussed in this directive will be the civil emergency response organization for all Navy activities. Planning, skills, and material required to recover from an enemy attack will, in many cases, be similar to those required to prevent, minimize, or recover from peacetime civil emergencies. Most host installations possess the basic organization, resources, and equipment necessary to respond to and recover from a civil emergency. Those possessing such capabilities will have a Civil Emergency Management Program and a Civil Emergency Response and Recovery Plan. Tenant activities will have a designated Disaster Preparedness Planner. Tenants will prepare procedures, systems, and capabilities to comply with the Civil Emergency Management Program and Civil Emergency Response and Recovery Plan of their host.

b. Domestic civil emergencies may overlap military and civilian jurisdictions. Civil emergency operations and recovery planning involve the principle of mutual assistance. Navy commanders should be prepared both to aid civil authorities and to request assistance, if needed, from other Services, Federal agencies, and State and local authorities within their area.

c. The organizational structures responsible for planning and executing USN and Federal support to civil authorities in domestic civil emergencies are described in enclosures (1) through (3).

(1) Chief of Naval Operations (CNO) (N31/N52) is responsible for managing the overall Navy Civil Emergency Assistance Program, and for preparing CNO guidance addressing programs that support civil authorities in times of emergency.

(2) Principal Planning Agent (PPA). The designated Chief of Naval Operations representative responsible for planning, coordinating, and executing Navy response to civil emergencies within an assigned geographic area.

(3) Regional Planning Agent (RPA). The designated representative of the PPA responsible for planning, coordinating, and executing Navy response to civil emergencies within a specific region, and for ensuring that subordinate organizations have an effective standing program to support civil authorities as outlined in this instruction.

(4) Sub-regional Planning Agent (SRPA). The designated representative of the RPA responsible for planning, coordinating, and executing Navy response to civil emergencies within a specific sub-region.

(5) Local Planning Agents (LPA)

(a) Defined as those heads of host Navy activities and commands who have been designated as LPAs by their respective RPAs and who are responsible for civil emergency planning within a certain local area.

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(b) LPAs will direct the use of existing organizational structure and available resources to render assistance to civil authorities in civil emergencies in accordance with guidance contained in this directive.

(6) Navy Activity Commanders

(a) Navy activity commanders will support, within capabilities, host base civil assistance programs as outlined in host tenant agreements, memorandums of understanding, and/or host base plans or instructions. Support is to include participation in emergency planning exercises, scheduling personnel for training, and furnishing a proportionate share of personnel for civil emergency operations.

(b) Navy activity commanders may, without prior LPA approval, assist local civil authorities to save lives, prevent human suffering, or mitigate property damage.

(7) Navy Emergency Preparedness Liaison Officers (NEPLOs). Navy Selected Reserve Officers assigned to PPAs, RPAs, and appropriate civil/military headquarters (e.g., FEMA, Continental U.S. Armies (CONUSAs), U.S. Commander in Chief Pacific Command, State Area Commanders (STARCs)) which represent Navy planning agents and provide liaison for planning and coordinating Navy assistance to civil authorities during domestic emergencies.

8. Designated Planning Agent's Area of Responsibility (AOR)

a. DOD Principal Planning Agents/Supported CINC. U.S. Commander in Chief Atlantic Command (USCINACOM) and U.S. Commander in Chief Pacific Command (USCINCPACOM) are DoD's Principal Planning Agents (PPAs). One of them will be the "Supported CINC" during a Presidentially declared domestic emergency. Once the Supported CINC has been designated, all other CINCs are potentially Supporting CINCs. DOD PPA jurisdictions are as follows:

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(1) USCINACOM's AOR includes Puerto Rico, the U.S. Virgin Islands, and the 48 states in the continental U.S. (CONUS).

(2) USCINCPAC's AOR includes Alaska, Hawaii, American Samoa, Guam, and the Commonwealth of Northern Mariana Islands (CNMI), Federated States of Micronesia (FSM), Republic of Palau, Marshall Islands, and U.S. Pacific Territories.

b. Navy Principal Planning Agents (PPAs)

(1) Navy PPAs are Commander in Chief, U.S. Atlantic Fleet (CINCLANTFLT) and Commander in Chief, U.S. Pacific Fleet (CINCPACFLT).

(2) Specific Areas of Responsibility (AORs) are shown by geographic region in enclosure (4).

c. Designation of Navy Regional Planning Agents (RPAs). The following Navy commanders are designated as RPAs within the specified PPA geographic areas:¹

(1) CINCLANTFLT AOR

(a) Commander, Submarine Group Two is assigned the States of Maine, Vermont, New Hampshire, Connecticut, Rhode Island, Massachusetts, New Jersey, and New York.

(b) Commander, Naval Base, Norfolk is assigned the States of Pennsylvania, Delaware, West Virginia, Virginia, and Maryland, and the District of Columbia.

(c) Commander, Naval Base, Jacksonville is assigned the States of North Carolina, South Carolina, Georgia, Florida, Alabama, Mississippi, Tennessee, and Kentucky.

¹ Differences in RPA Areas of Responsibility (AOR) between the OPNAVINST 3440.16B and the OPNAVINST 3440.16C are attributable to pending base closures and realignments detailed in the BRAC Report; to efforts at regional consolidation; and to the realignment of States to better match the FEMA designated regions.

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(d) Commander, Naval Training Center, Great Lakes is assigned the States of Wisconsin, Illinois, Ohio, Indiana, Michigan, and Minnesota.

(e) Chief, Naval Air Training, Corpus Christi is assigned the States of Texas, New Mexico, Oklahoma, Louisiana, Arkansas, Missouri, Kansas, Nebraska, and Iowa.

(f) Commander, Fleet Air Caribbean is assigned Puerto Rico and the U.S. Virgin Islands.

(2) CINCPACFLT AOR

(a) Commander, Naval Base, Seattle is assigned the States of Alaska, Washington, Oregon, Idaho, Montana, Wyoming, North Dakota, South Dakota, Utah, and Colorado.

(b) Commander, Naval Base, San Francisco is assigned the counties of San Mateo, Santa Clara, Merced, Mariposa, and Mono, and all counties north thereof in the State of California.²

(c) Commander, Naval Base, San Diego is assigned the States of Arizona and Nevada, and the remaining counties in the State of California not assigned to COMNAVBASE San Francisco.

(d) Commander, Naval Base, Pearl Harbor is assigned the State of Hawaii and the U.S.-administered islands.

(e) Commander, U.S. Naval Forces Marianas is assigned American Samoa, Guam, the Commonwealth of Northern Mariana Islands (CNMI), Federated States of Micronesia (FSM), Republic of Palau, and the Marshall Islands.

² COMNAVBASE San Francisco is currently on the future closure list. When directed by the PPA, NAVBASE San Diego will incorporate the northern California area into its AOR.

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9. Responsibilities

a. The Director of Operations, Plans, and Politico-Military Affairs (N31/N52) in the Office of the CNO will:

(1) Act as the principal point of contact with OSD, and the Secretary of the Army's Director of Military Support (DOMS) regarding Navy policies pertaining to the rendering of emergency assistance to civil authorities.

(2) Ensure all Navy activity commanders coordinate civil emergency assistance planning and execution efforts with the appropriate PPA and/or his or her designated representative.

(3) Ensure CNO subordinate activities support the PPAs, RPAs, subordinate commands, and activities in planning for and responding to civil emergencies.

(4) Assist the Department of the Air Force, to the extent that conditions and available resources permit, in the execution of Continental United States Airborne Reconnaissance for Damage Assessment (CARDA), and arrange for aircraft resources for movement of civil disturbance forces and/or aeromedical evacuation and supply.

b. Principal Planning Agents (PPAs) will:

(1) Designate a qualified individual to coordinate planning and execution of responsibilities, and to act as liaison with CNO (N31/N52) and appropriate DOD planning agents.

(2) Provide Navy forces in times of emergency, to the Supported CINCPAC, as required and as available.

(3) Establish relationships and provisions for control of Navy forces in support of civil assistance operations.

(4) Issue planning guidance to RPAs in support of this directive to include the following:

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- (a) A communications plan which is compatible with military and civilian organizations within the geographic AOR.
 - (b) Measures to protect and restore military operational capability.
 - (c) Procedures to respond to requests for assistance from Federal and civil authorities.
 - (d) Procedures for forwarding special assistance requests to higher authority.
 - (e) Procedures for obtaining assistance from Federal, State, and local civil authorities.
 - (f) Procedures for submitting requests and reports for reimbursement.
 - (g) Emergency action checklists for all identified emergency contingencies.
 - (h) Procedures for command post operations.
 - (i) Provisions for training personnel for various emergency situations.
 - (j) Provisions for exercising and testing civil emergency assistance plans.
- (5) Ensure subordinate commands develop effective Emergency Management Plans.
 - (6) Include civil emergency assistance management and the development of a viable civil emergency management plan as items for command inspections.

c. Regional Planning Agents (RPAs) will:

- (1) Designate a qualified individual to coordinate with appropriate military and civilian authorities in planning and executing mutual civil emergency assistance.

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(2) Develop an effective plan for providing support to civil authorities consistent with the guidance provided by the PPAs.

(3) Establish a communications, command, control, and information plan compatible with other Service, Federal, and State organizations' emergency management plans.

(4) Develop procedures for command post operations.

(5) Coordinate the Navy regional response to requests for assistance under all civil emergencies as directed by the PPA.

(6) Report Navy requirements and forces availability and capabilities for support of civil emergency operations to the cognizant PPA.

(7) Designate and assign responsibilities to SRPAs within AOR, when required.

(8) Ensure designated subordinate commands develop effective Emergency Management Programs and Disaster Response Plans.

(9) Ensure Mobile Medical Augmentation Readiness Teams (MMARTs), when assigned within AOR, are provided administrative and logistic support, as necessary.

(10) Include civil emergency assistance management and the development of a viable civil emergency management plan as items for command inspections.

(11) Provide guidance and assign responsibilities to NEPLOs assigned to support the military/civil headquarters (FEMA, CONUSA, STARC, etc.) within the AOR.

(12) Coordinate applicable Interservice Support Agreements (ISSAs) with other Services, and Memorandums of

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Understanding (MOUs) with Federal agencies and State and local authorities.

(13) Ensure that NEPLOs within their AOR have a working knowledge of the DOD Resource Database (DODRDB) and maintain their applicable portions of the DODRDB.

(14) Coordinate the DODRDB inputs from their NEPLOs and forward consolidated updates to the Navy Facilities Engineering Command (NAVFACENGCOM.)

d. Local Planning Agents (LPAs) will:

(1) Establish a civil emergency assistance program to conform to guidance provided by the RPA. Keep immediate superior in command (ISIC) informed of emergency preparedness plans developed and any implementation thereof.

(2) Coordinate emergency planning and operations with other Services, Federal agencies, and State and local authorities having emergency management responsibilities within the local area.

(3) Plan for and pre-identify emergency teams for specific emergency situations (e.g., emergency power restoration, communication restoration, food and water distribution) as appropriate, by billet and required equipment, to preclude unnecessary delays in rendering support.

e. NAVFACENGCOM will:

(1) Ensure subordinate activities support the PPAs, RPAs, and subordinate commands and activities in planning for and responding to civil emergencies using an All Hazards approach. (Note: For emergency preparedness functions, NAVFACENGCOM staff will be augmented, as required, by two USNR billets (grade and subspecialty/rating to be determined from Commander Naval Reserve Force).

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(2) Manage and provide necessary Navy inputs into the DODRDB.

(a) This includes collecting Navy and Coast Guard data, preparing the software, and distributing the DODRDB within Navy.

(b) The DODRDB is an automated emergency resource database which provides directories of emergency command headquarters (Federal and State), directories of liaison personnel and emergency planners (EPLOs), numbers and types of applicable military equipment on-hand, and specific DOD capabilities which may be available in an emergency. These data are broken out by Service, region, State, and installation. The DODRDB is available for distribution on floppy disks for easy access in the field.

(3) Provide technical assistance to Forces Command (FORSCOM) in developing and maintaining the DODRDB System software.

f. Chief, Bureau of Medicine and Surgery will:

(1) Provide Navy planning agents with advice and medical assistance in support of civil emergency planning and operations.

(2) Establish personnel radiation protection standards and issue regulations which address personnel exposure in various levels of nuclear, biological, or chemical (NBC) contamination.

(3) Mobilize and deploy appropriate Mobile Medical Augmentation Readiness Teams (MMART) as required or directed by higher authority.

(4) Inform applicable Regional Planning Agent (RPA) of assignments of MMARTs to their AOR and the MMART's itinerary, for the purpose of RPA follow-on support, as necessary.

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g. Chief of Naval Education and Training will:

(1) Ensure subordinate commanders support PPAs, RPAs, subordinate commands, and activities in planning for and responding to civil emergencies.

(2) Ensure subordinate commands develop effective emergency management plans.

h. Commander, Naval Reserve Force will:

(1) Ensure subordinate commanders support the PPAs, RPAs, subordinate commands and activities in planning for and responding to civil emergencies, including the development of emergency management plans.

(2) Designate an appropriately qualified individual to manage the NEPLO Program. This includes, in coordination with Navy Planning Agents, NEPLO selection, assignment, training duty and training programs necessary to support the Navy Civil Emergency Management Program.

(3) Ensure NEPLO representation on the staffs of the Office of the Secretary of Defense, the FEMA Headquarters (national and regional), FORSCOM, the CONUSAs, each State Adjutant General's Headquarters, and others as agreed upon, as detailed in enclosure (5).

i. Other Appropriate Echelon 2 Commanders will:

(1) Provide guidance for subordinate commands in developing a civil emergency assistance operation program which includes provisions for training, exercising, and inspecting based on guidance issued by PPAs and RPAs.

(2) Ensure subordinate commands support civil emergency response and recovery operations.

(3) Ensure subordinate commands develop effective emergency management plans.

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10. **Action.** Consistent with priorities and/or PPA/RPA guidance, Navy commanders (all levels including base commanders) will develop Emergency Preparedness Plans. These plans will include procedures for remedying damage/disruption to local DOD facilities as well as planning to support local, State, and Federal authorities in responding to any of the following:

a. Civil emergencies and disasters as outlined in enclosure (6) including:

(1) Flood Relief (Appendix A)

(2) Destructive Weather Relief (Appendix B)

(3) Wildfire Assistance (Appendix C)

(4) Destructive Earthquake Relief (Appendix D)

(5) Augmentation of U.S. Postal Service in event of Postal Work Stoppage - GRAPHIC HAND (Appendix E)

(6) Live Ordnance Assistance (Appendix F)

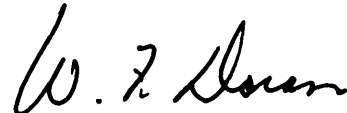
(7) Oil Spill Cleanup (Appendix G)

b. Civil disturbances as outlined in enclosure (7).

c. Key Asset Protection Program Support as outlined in enclosure (8).

11. **Reports.** The reporting requirements contained in enclosure (6) are exempt from reports control by SECNAVINST 5214.2B.

12. **Glossary.** Definition of terms can be found in enclosure (9).



W. F. DORAN

DIRECTOR, OPERATIONS, PLANS, AND
POLITICO-MILITARY AFFAIRS (N31/N52)

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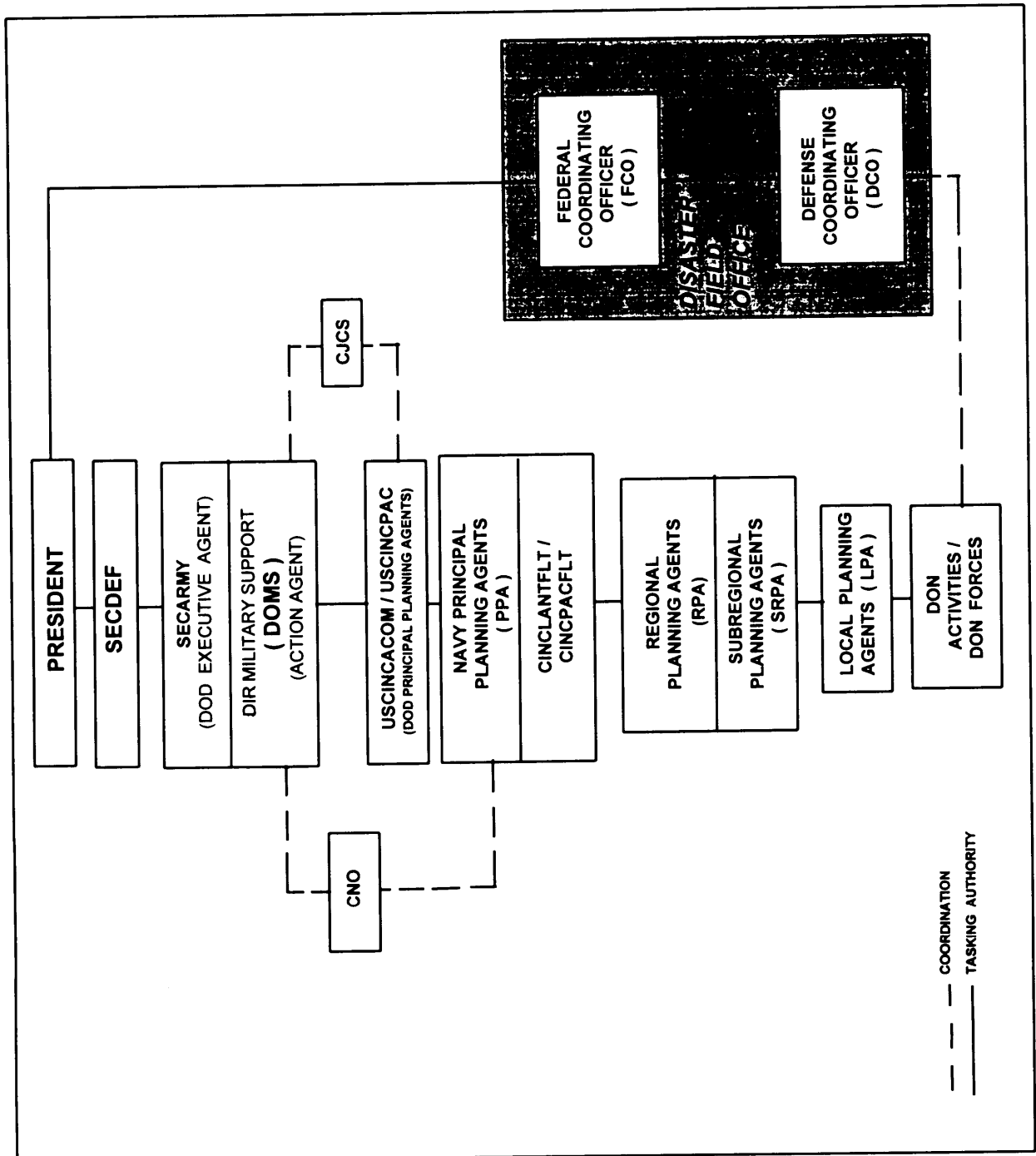
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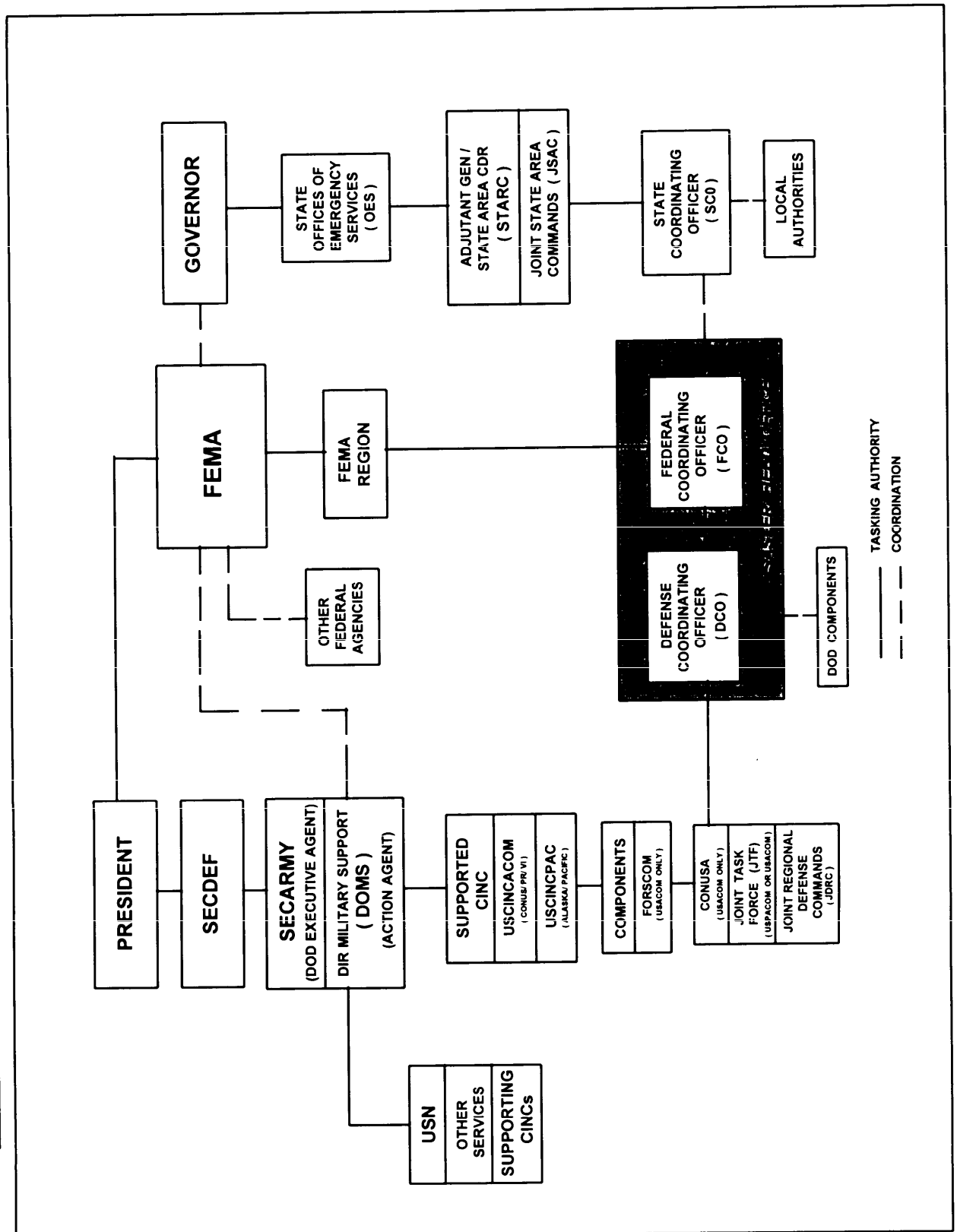
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NAVY CIVIL EMERGENCY ASSISTANCE ORGANIZATION

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FEDERAL CIVIL EMERGENCY ASSISTANCE ORGANIZATION



CIVIL/MILITARY ORGANIZATIONAL STRUCTURE FOR EMERGENCY RESPONSE

1. **Purpose.** To provide planning guidance on the relationships and responsibilities of military and civil emergency response organizational structures.

2. **General**

a. State and local authorities are responsible for plans and operations relating to civil emergencies. However, it is Federal Government policy to provide assistance to State and local governments in situations that are beyond their capabilities to respond or recover on their own.

b. The Secretary of Defense has been tasked by Federal law and Presidential orders to provide the Director of the Federal Emergency Management Agency (FEMA) with support in preparing for and executing peacetime and wartime civil emergency and disaster missions.

3. **Civil/Military Relationships**

a. **General**

(1) FEMA was created to provide a coordination point for emergency preparedness, response, recovery, and mitigation activities of the Federal Government.

(2) All Federal response is designed to assist and support State disaster response efforts. FEMA has identified 12 Emergency Support Functions (ESF) for disaster relief operations.

(a) **Emergency Support Functions (ESF)** include: ESF #1-Transportation; #2-Communications; #3-Public Works and Engineering; #4-Fire fighting; #5-Information and Planning; #6-Mass Care; #7-Resource Support; #8-Health and Medical Services; #9-Urban Search and Rescue; #10-Hazardous Materials; #11-Food; and #12-Energy.

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(b) Assistance will be provided for each ESF by a combination of some 27 Federal agencies. These agencies will function in either a primary or support role depending upon their specialized capabilities. DoD has been assigned to at least a support role for each of the ESFs. DOD (specifically the Army Corps of Engineers (ACE)) is the Primary Agency for ESF #3, "Public Works and Engineering."

b. Civil/Military Organizational Structure

(1) National Level

(a) Civil. FEMA is responsible for coordinating Federal response actions within the 50 states and U.S. territories and possessions. When the President has declared a disaster under Public Law 93-288 as amended (Stafford Act), the President will appoint a Federal Coordinating Officer (FCO) whose duties are set forth in Section 303 of Public Law 93-288. The FCO will be appointed and supported by FEMA.

(b) Department of Defense. The Secretary of Defense has designated the Secretary of the Army as DOD Executive Agent for emergency assistance to civil authorities. The Director of Military Support (DOMS) has been similarly designated as the Action Agent for such matters by the Secretary of the Army.

(2) Regional Level

(a) Civil. FEMA has established regional offices, responsible for a specific geographical area, to perform a variety of emergency action functions on the regional, State, and local levels.

(b) Military. Each military Service has designated a planning agent to coordinate civil assistance planning and operations on the regional level.

(3) State and Local Level

(a) Civil. State and local governments plan for and conduct emergency operations to mitigate the affects of all emergencies.

(b) Military. DOD installations coordinate planning and civil assistance operations with the appropriate military, Federal, State and local civil authorities.

4. Navy Civil Emergency Organizations

a. Principal Planning Agents (PPA). PPAs plan, coordinate, and execute Navy support to civil authorities in civil emergencies within their area of responsibility (AOR), including the authority and responsibility to initiate action in planning for and responding to all potential civil disaster contingencies.

b. Regional/Sub-regional/Local Planning Agents. Plan, coordinate, and execute civil emergency operations within their respective AORs.

c. Navy Activity Commanders

(1) Navy activity commanders shall assist civil authorities when an emergency situation exists of such an imminent nature that an immediate response is required; or when directed by the PPA, RPA, SRPA, or LPA, and it does not interfere with the protection and/or restoration of mission capabilities.

(2) Provide emergency response teams capable of responding to emergencies as organizational units established along existing functional lines (e.g., medical, supply, security, public works).

d. Navy Emergency Preparedness Liaison Officers. Naval Reserve Officers assigned to national, regional and State civil/military agencies to support Navy Planning Agents and activity commanders in planning and coordinating Navy assistance to civil authorities.

Enclosure (3)

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5. Emergency Operations

a. Domestic emergencies may overlap military and civilian jurisdictions. The RPA, SRPAs, LPAs and Navy activity commanders must be prepared for any degree of participation, from simply providing a small amount of resources to assuming full control of all support provided. However, until transferred under proper authority, Navy participation will remain strictly under Navy control.

b. It is preferred to have Navy's participation in large-scale civil emergency operations coordinated and controlled at the regional level, with individual Navy activities contributing the needed functional capabilities necessary to respond to the emergency contingency.

c. At the Navy activity level, civil emergency operations fall into three categories:

(1) The activity has been damaged and personnel and resources are needed for self-recovery;

(2) The activity has not been damaged and can provide emergency assistance to civil authorities; and

(3) Circumstances dictate the requirement for both self-recovery and off-station deployment.

d. Except as directed by higher authority, the primary responsibility of the activity is self-recovery, using all surviving personnel and resources. Consequently, the extent to which aid could be furnished to others would then depend upon the degree of severity and resource availability. For example, a lightly affected naval activity could provide assistance to a heavily affected civilian community adjacent to it. On the other hand, should the effects of an emergency exceed the capability for self-recovery, the activity commander may request assistance from the civilian community, other military Services, and/or the next higher echelon in the Navy civil emergency organization chain of command.

Enclosure (3)

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6. Support and Coordination

a. Coast Guard

(1) During peacetime, the Coast Guard (USCG) is a component of the Department of Transportation and provides assistance to civil authorities under the provisions of 14 U.S.C. 88 (1982), which allows the Coast Guard to "perform any and all acts necessary to rescue and aid persons and protect and save property."

(2) When directed by the President, the Coast Guard becomes a component of Navy. To accomplish the necessary planning for Coast Guard integration into the Navy civil emergency structure, the Commandant of the Coast Guard has designated the Commander, Atlantic Area (LantArea) and Commander, Pacific Area (PacArea) as the Coast Guard coordinating agents.

b. Defense Coordinating Officer (DCO). Command of Navy forces assigned to assist in civil emergency relief operations remains with the commander of the committed force. However, in the event of a Presidentially declared civil emergency a DCO will be appointed to coordinate DOD support activities. The DCO may, under proper authority, assign missions and tasks directly to the officer in charge of Navy units engaged in civil relief operations. Navy commanders may withdraw forces immediately following completion of relief operations, or when dictated by military mission priorities. In the latter case, withdrawal of forces will first be coordinated with the appropriate RPA or PPA.

c. Joint Task Force (JTF). If the emergency situation warrants, the supported CINC may decide to deploy a JTF. The JTF commander, a general/flag officer, may be authorized to work directly with the FCO. The JTF Commander will be the DoD representative in charge; however, mission tasking and requests for support will continue to be channeled through the DCO.

d. Should a civil emergency overlap two RPAs' areas, the appropriate PPA will designate the responsible RPA. Should a civil emergency affect a portion of both PPAs' areas, CINCLANTFLT will be the responsible Navy PPA.

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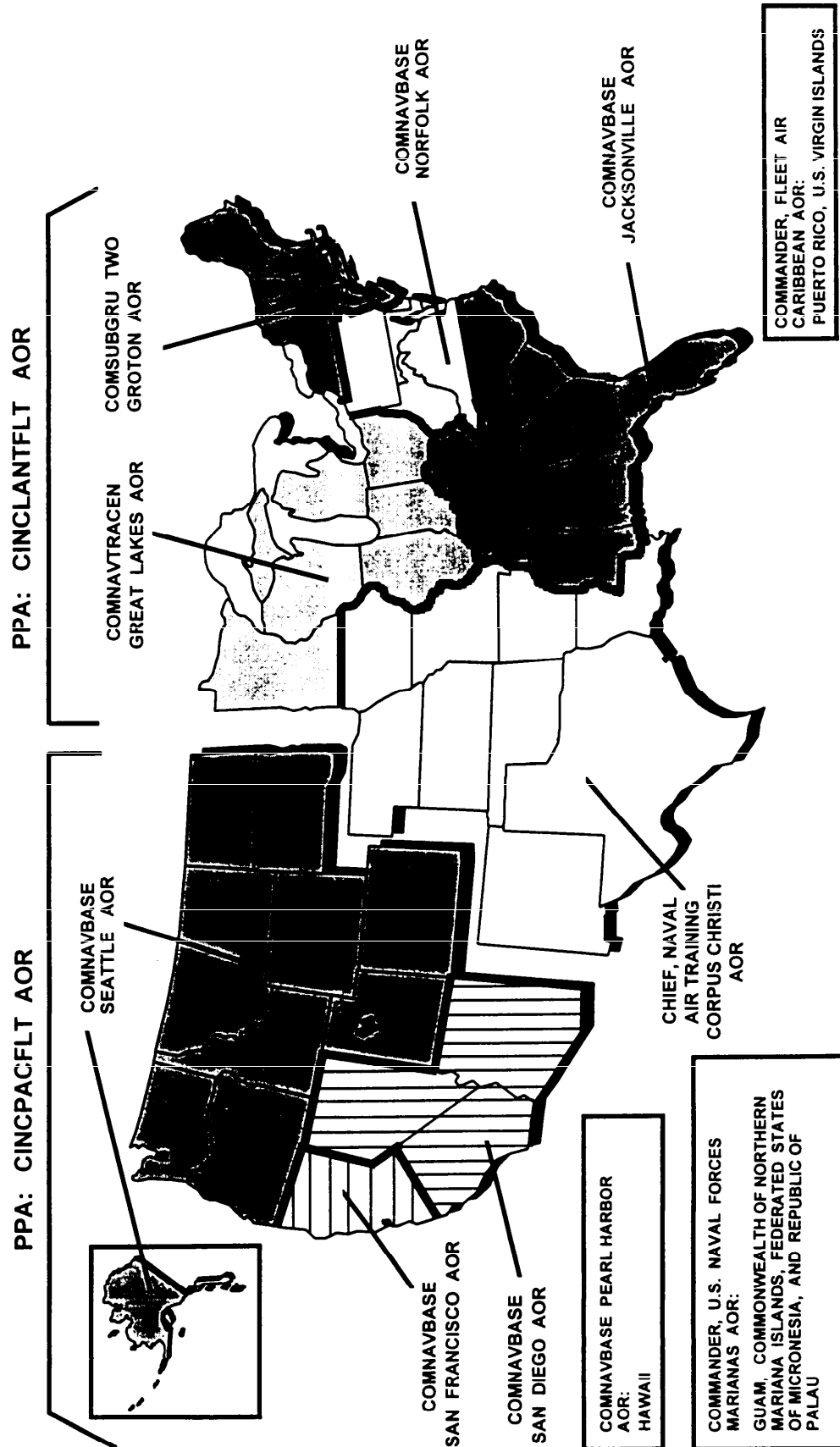
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e. FEMA requests for Navy assistance of a non-critical nature, that have not been coordinated through the DOD Executive Agent, will be forwarded to CNO via the PPA and RPA.

7. **Logistics**. The procurement of equipment or supplies in excess of current allowances for the sole purpose of supporting civil emergency operations is not authorized. Reimbursement procedures for the various civil emergency contingencies are contained in the appropriate emergency contingency enclosure of this document.

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**NAVY PRINCIPAL PLANNING AGENTS' (PPA) AND
REGIONAL PLANNING AGENTS' (RPA)
AREAS OF RESPONSIBILITY (AOR)**



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NAVY EMERGENCY PREPAREDNESS LIAISON OFFICER PROGRAM

1. **Navy Emergency Preparedness Liaison Officer (NEPLO)**. NEPLOs (formerly known as Navy Liaison Officers (NLOs)) are Selected Reserve (SELRES) officers (Training and Retired Category (TRC) Designator (A)), generally at the O-5/O-6 level, who provide liaison to appropriate military/civil authorities for planning and coordinating Navy disaster or emergency assistance. NEPLOs are representatives of the Navy Planning Agents.

2. **NEPLO Mission**. To represent, support, interface, and serve as a conduit between Navy commanders and the associated military and civil headquarters. NEPLOs have primary responsibility for planning, coordinating, and executing the various civil disaster contingency plans under the National Security Emergency Preparedness Program (NSEPP) and the Military Support to Civil Authorities (MSCA) programs.

3. **NEPLO Program Manager**. The Commander Naval Reserve Force (COMNAVRESFOR) (Code 404) is responsible for the management of the NEPLO Program. This responsibility includes the advertising and filling of all NEPLO billets; supporting and coordinating NEPLO training with Navy planning agents, USACOM, and FORSCOM; and managing the funds allocated for NEPLO training, peacetime support, and employment for disaster operations.

4. **NEPLO Assignments**

a. **Office of the Secretary of Defense (OSD)**. Two NEPLOs are assigned as Navy representatives to Deputy Under Secretary of Defense for Policy/Policy Support-Emergency Planning to provide advice, coordination, and assistance regarding all aspects of Navy Civil Emergency Management Program policy and structure.

b. **Forces Command**. One NEPLO is assigned as Navy representative to provide advice, coordination, and assistance to the Commander, United States Forces Command (COMUSFORSCOM) regarding all aspects of Navy civil emergency planning and operations.

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c. Continental U.S. Army Headquarters. Typically one NEPLO is assigned as Regional Planning Agent (RPA) representative to each Continental U.S. Army (CONUSA) Headquarters; more than one NEPLO may be assigned when the situation warrants. The NEPLOs provide advice, coordination, and assistance regarding all aspects of Navy civil emergency planning and operations to CONUSA headquarters, including coordination of Navy resource needs.

d. Federal Emergency Management Agency (FEMA) - National Headquarters. Two NEPLOs are assigned as Navy representatives to Federal Emergency Management Agency (FEMA) National Headquarters to advise and assist the FEMA Director regarding Navy civil disaster planning and operations. (These NEPLOs will also work closely with DOMS and USCINACOM.)

e. FEMA - Regional Headquarters. Typically, two NEPLOs are assigned to each FEMA Regional Headquarters to coordinate, advise, and assist FEMA Regional Directors regarding all aspects of Navy civil emergency planning and operations. (The number assigned may vary depending on the situation.)

f. States and Territories. One NEPLO is assigned as RPA representative to each State's State Adjutant General (TAG)/State Area Commander (STARC) Headquarters. Also, one NEPLO is assigned to the combined Territories of Puerto Rico/Virgin Islands, and one NEPLO to the Territory of Guam. NEPLOs participate in the planning, coordinating, and execution of civil assistance plans at the State/Territory and local levels. Also, they inform naval activities on status and requirements of State/Territory military support plans; assist RPAs in identifying, reporting, and verifying the emergency response capability of Navy forces; and advise and assist Navy activities in planning, coordinating, and training for civil emergency contingencies.

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5. NEPLO Responsibilities

a. Plan and coordinate military support to civil authorities within assigned area and actively pursue close liaison with those authorities.

b. Keep appropriate RPA apprised of all scheduled emergency planning activities and disaster response exercises at the State or regional level.

c. NEPLOs should be active participants, whenever possible, in any disaster preparedness planning exercises within their assigned area.

d. Coordinate with other Emergency Preparedness Liaison Officers (EPLOs) within assigned area.

e. Prior to any emergency/disaster, NEPLOs should periodically visit FEMA headquarters, FORSCOM headquarters, and/or CONUSA headquarters (as applicable) for the purpose of presenting to the headquarters director and resident emergency planners Navy capabilities in civil emergency assistance. Specifically, headquarters planners need to be aware of the type of civil assistance Navy has provided in past disasters (e.g., Hurricane Andrew, Loma Prieta Earthquake). For example, Navy has supplied mobile kitchens, hot meals, Meals Ready to Eat (MREs), power generation, potable water generation, structure repair, and debris cleanup. Familiarity with the capabilities of all contributing agencies will enhance the planning and execution of civil emergency assistance.

f. NEPLOs should be aware of any assets within their AOR which have been placed on the Key Asset List (KAL). Sites identified on the KAL are required to have a vulnerability survey. For those sites considered "complex," the Defense Investigative Service will conduct the survey (reference (e)). Physical Security Plans for each site should be developed by the STARC. NEPLOs should keep track of each step in the Key Asset Protection Plan (KAPP) process and provide coordination as needed with the site managers.

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g. Upon presidential declaration of national disaster/emergency, NEPLOs may be required to assist in the emergency relief operations. RPAs will coordinate with COMNAVRESFOR to ensure that appropriate numbers of NEPLOs are available to support Navy civil disaster response operational requirements.

h. NEPLOs shall remain under the command and control of the applicable Navy Planning Agent in all non-emergency situations. However, during Presidentially declared emergencies, assigned NEPLOs will be under the operational control of the supported CINC, and in most cases will support the designated Defense Coordinating Officer (DCO).

6. **DoD EPLO Training**. All Services have (or are planning) an EPLO Program. The "All Service"-sponsored "National Security Emergency Preparedness (NSEP) Liaison Officers Course" is conducted at the FEMA Special Facility, Berryville, VA. All personnel appointed to the NEPLO Program shall attend the EPLO Training Course at their first opportunity. Additional training may be required by some RPAs to meet specialized requirements.

Enclosure (5)

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NAVY EMERGENCY SUPPORT TO CIVIL AUTHORITIES

1. **Purpose.** To provide policy, guidance, and direction for the employment of Navy resources during domestic emergencies to support civil authorities.

2. General

a. The primary responsibility for responding to and recovering from domestic civil emergencies rests with the appropriate State and local governmental authorities. However, the Federal Government recognizes a civil emergency may be of such severity that it requires supplemental Federal assistance.

b. The procedure for providing Navy assistance to civil authorities varies with the contingency and circumstances involved.

(1) In Presidentially declared civil disasters and emergencies, it is the Secretary of the Army's responsibility, through his designated agent, the Director of Military Support (DOMS), to coordinate DoD assistance for civil emergencies within the United State and its possessions and territories. This channel is also used for DoD assistance to the National Interagency Fire Center (NIFC).

(2) In undeclared disasters or emergencies, it is the responsibility of individual Navy commanders operating through the Navy Civil Emergency Organization to provide the necessary assistance to civil authority. This channel is also used to assist the Army Corps of Engineers (ACE) in flood emergencies.

3. Policy

a. Department of Defense

(1) Upon Presidential declaration that a major disaster/emergency exists, or that one is imminent, or that emergency assistance has been approved, DOD personnel, equipment, or other resources requested by the Federal Coordinating Officer (FCO) as supported by FEMA will be made available as authorized by the appropriate military authority through military channels.

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(2) Military resources shall not be procured, stockpiled, or developed solely for the purpose of providing assistance to civil authorities in civil emergency situations.

(3) DOD Components shall seek appropriate public recognition for significant DOD participation in civil emergency relief operations of national interest. In Presidentially declared disasters and emergencies, the FCO is responsible for public affairs concerning relief operations and serves as a central point of contact and releasing authority for public information.

(4) Use of DOD transportation resources in an undeclared emergency will follow DOD Directive 4500.9 of 26 January 1989, "Transportation and Traffic Management," (NOTAL).

(5) Under the provisions of Public Law 84-99, the U.S. Army Corp of Engineers (USACE) has the responsibility to respond to flood emergencies. In the execution of its responsibilities, the USACE is authorized to request assistance directly from the military Services. Costs incurred by DOD agencies are reimbursable under Public Law 84-99 funding.

(6) In forest fire emergencies that are the responsibility of the Departments of Agriculture and Interior (i.e., on Federal land), DOD components shall provide resources to assist the NIFC as authorized under a Joint Memorandum of Understanding. Requests will be submitted by the appropriate Federal Service Regional Headquarters to the NIFC. NIFC will contact DOMS who will coordinate the assistance. Any military personnel provided for wildfire fighting must undergo mandatory training prior to commitment. Training is provided by NIFC. Safety of personnel is paramount.

(7) In the event of a strike by United States Postal Service (USPS) workers, available DOD resources may be utilized upon Presidential order, to safeguard, process, and deliver the mail. Selective mobilization of Reserve Components (RC) may be required. It is not envisioned, however, that units ordered to active duty would be required for a period exceeding 30 days. Policy and procedures are outlined in the DOD Postal Augmentation Plan (GRAPHIC HAND).

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(8) DOD components are encouraged to cooperate with the American Red Cross, Salvation Army, and other relief and emergency organizations as necessary.

b. Department of the Navy

(1) Use of naval forces and resources to support civil authorities is secondary to combat support and self survival operations. Commensurate with the execution of their primary mission, naval commanders will render all feasible support to local and State authorities during civil emergencies.

(2) Naval commanders responding to local requests for assistance in an undeclared disaster/emergency should inform the requesting local civil authority that the recipient will be billed for the assistance. However, assistance should not be delayed or denied in the absence of a reimbursement commitment from the requester.

(3) Requests for live ordnance assistance in civil emergency operations will be handled on a case-by-case basis. As a general rule, live ordnance should not be employed in any situation involving an untested procedure which may prove hazardous to public safety. Requests of this nature will be forwarded through Navy channels to the DOD Executive Agent. This policy does not restrict or alter the demolition practices and operations employed by Navy demolition teams in clearing waterways, obstructions, or structures considered hazardous to public safety.

(4) Navy oil spill cleanup assistance procedures are outlined in a Navy and Coast Guard Memorandum of Understanding. Requests are generally made when the Navy's specialized containment and skimming equipment could be used to advantage. The office of the Supervisor of Salvage (SUPSALV) controls the Navy's inventory of oil spill cleanup equipment.

4. Operations

a. Military forces and resources in minimum quantity required will be committed to emergency relief operations only when civilian resources are inadequate.

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b. Navy assistance to civil authorities may be provided under the following circumstances:

(1) The President has declared that a major disaster/emergency exists or a major disaster/emergency is imminent.

(2) The Executive Secretary, Office of the Secretary of Defense, authorizes DOD response.

(3) Emergency conditions in which, in the judgement of the local commander, immediate and possibly serious danger threatens the public and prompt action is needed to save lives, prevent human suffering, or mitigate great property damage. Under these conditions, timely prior approval from higher headquarters may not be possible before action is necessary for effective response.

(4) When directed by the PPA or RPA.

c. Upon Presidential declaration of a national disaster/emergency, FEMA will take charge of the relief effort. If DOD resources are required, DOMS will task the CINCs/Services for assistance. U.S. Commander in Chief Atlantic Command (USCINACOM), who has authority for operations in CONUS, will be the supported CINC. All other CINCs providing assistance will be supporting CINCs. The FCO, appointed by FEMA, will coordinate for military assistance through the DCO.

d. Requests for military assistance received under non-declared emergencies/disasters will be referred by the pertinent Navy commander to the RPA for decision. The Navy commander forwarding the request should provide the RPA with the following information:

(1) Assessment of the situation.

(2) Assistance being provided by State (including National Guard) and local authorities.

(3) Support required and estimate of duration.

(4) Estimate of costs to provide the requested assistance.

(5) Whether or not similar assistance has been requested from another military department.

e. If an emergency is of such an imminently serious nature to require immediate response, Navy commanders may respond directly to requests for assistance, keeping the RPA informed of such action.

5. Declared Disasters and Emergencies

a. General

(1) Federally Declared Major Disaster. A civil disaster of such severity that the President declares that Federal assistance is warranted under the provisions of Public Law 93288, as administered by FEMA.

(2) Federally Declared Emergency. An emergency situation of such severity that the President declares that Federal emergency assistance is required to supplement State and local efforts.

(3) FEMA. In declared disasters and emergencies, the President has designated FEMA as the principal Federal agency to coordinate the activities of all Federal agencies providing disaster/emergency assistance. DOD resources will be requested through appropriate military channels by the FEMA Regional Director, and will be made available as authorized by appropriate military authority.

(4) FCO. Upon Presidential declaration of a major disaster/emergency, an FCO shall be appointed, under Presidential authority by FEMA, to operate within the affected area. The FCO shall make an initial appraisal of the types of relief most urgently needed, establish such field offices as he or she deems necessary and as authorized by the President, and coordinate the administration of Federal relief operations.

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(5) **DOD Executive Agent**. The Secretary of the Army (SECARMY) has been designated the DOD Executive Agent for coordinating military assistance in Presidentially declared disasters/emergencies. SECARMY has, in-turn, delegated the authority to coordinate military assistance in civil emergencies to DOMS.

(6) **DOD Principal Planning Agents**. U.S. Commander in Chief, Pacific Command (USCINCPAC) and U.S. Commander in Chief, Atlantic Command (USCINACOM) have been designated as the DoD's PPAs in conducting disaster relief within their assigned AORs. As such, when an execution order is issued by DOMS, a supported CINC will be named and the other will be designated as a supporting CINC. USCINACOM, who has been assigned responsibility for disaster relief operations within the Continental United States (CONUS), has delegated DOD civil assistance planning, coordination, and responsibilities to its component command, Forces Command (FORSCOM), as the Lead Operational Agent (LOA) for the MSCA mission.

(7) **DCO**. The DCO is a DOD representative (O-6/flag or equivalent) (typically Army), who has been designated by the DOD Executive Agent or responsible DOD component to coordinate MSCA activities. The authority of each DCO will be defined in documentation issued or authorized by the DOD Executive Agent, and will be limited either to the requirements of a specified interagency planning process or to a specified geographic area or emergency. The DCO represents DOD in all coordination efforts with the FCO and the Federal response community. DCO responsibilities require knowledge of military capabilities and how to access military assets to support validated requirements.

(8) **Joint Task Force (JTF)**. Upon determination of requirement, a supported CINC may deploy a JTF to the site of a civil emergency. The JTF Commander (a general/flag officer) will work directly with the FCO. As the supported CINC's representative, the JTF Commander will have direct tasking authority of DOD assets from the supported and supporting CINCs. The JTF will provide task identification, force generation, prioritization of assets against requirements, and the provision of disaster response support to the local government based on

FEMA mission assignments. JTF composition should include adequate representation from all participating Services.

b. Execution of Civil Emergency Operations

(1) In Presidentially declared disasters/emergencies, DOMS coordinates the DOD response with FEMA. The DCO serves as the single DOD point of contact for civil requests of military relief assistance. The DCO will determine the type and amount of military resources required to satisfy missions received from the FCO.

(2) Navy resources committed in support of civil emergency relief operations will operate in support of DCO mission tasking.

(3) National Guard forces remain under the control of the Governor as State assets. Federal property may be loaned to National Guard forces under appropriate regulation. All requests for loan of DOD operating equipment will be processed through the appropriate Continental U.S. Army (CONUSA) or other designated command.

(4) Prior to a disaster/emergency declaration by the President, the DOD Executive Agent has no authority to approve or disapprove requests for Navy assistance to civil authorities. In this situation, Navy commanders are responsible only to the Navy chain of command and appropriate regulations in responding to requests for assistance from civil authority. All routine requests for Navy assistance shall be forwarded through Navy channels for approval.

(5) In emergency situations which can be predicted 24 or more hours ahead (e.g., hurricanes), some actions can be taken prior to the onset of the emergency. Included are such items as determining which ships could be within the predicted area of impact within 24 hours of the disaster, and what capabilities are possessed by each ship. Typical types of civil relief needed quickly after a disaster are:

(a) Food (Meals Ready to Eat (MREs)/ mobile kitchens/frozen food)

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(b) Water [bottled/ containerized/ water generation equipment: Reverse Osmosis Water Purification Units (ROWPUs)]

(c) Electrical power generation

(d) Medical expertise

(e) Shelter and structure repair (tents, rolls of plastic)

(6) When Navy-approved assistance is provided during the predeclaration period, and a Presidential declaration is subsequently made, Navy commanders providing the assistance should coordinate, via the RPA, with the DCO to ensure the assistance being provided is approved for continuation by the FCO. Assistance provided prior to a declaration and not specifically approved by the FCO may not be reimbursed through FEMA. Such costs must then be repaid by the requester or absorbed by the Navy activity providing the support.

(7) In some instances, local support agreements between military installations and local communities may authorize certain types of assistance (e.g., fire fighting) which require approval only of the local military commander involved.

(8) Military assistance to the local community may be approved by a base commander in emergency situations of limited scope and duration. Such situations must be beyond the response capability of local resources. Expenses incurred by such operations must be repaid by the requester or absorbed by Navy.

c. Coordinating Instructions

(1) Navy assistance for emergency relief will be provided in response to requests for a particular type of civil support (e.g., food, transportation, power generation). Requests for specific resources (e.g., ships, units) should not be made by the requester. Navy will assign an approved mission based upon the availability of personnel and equipment.

(2) In Presidentially declared disasters/emergencies, personal requests for Navy assistance received from State Governors, and/or United States Senators or Congressmen which

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have not been coordinated through the DCO will be forwarded through the Navy chain of command and then coordinated with the FCO.

(3) Navy commanders shall ensure that the DCO issues a formal support request during Presidentially declared disasters/emergencies if FEMA reimbursement is to be requested.

(4) Immediately following a major disaster, Task Force Commanders should arrive on-scene before their forces for the purpose of determining their assigned missions. This will speed the entry of the force into the area and facilitate assistance to those who most need it.

(5) During Presidentially declared disasters/emergencies, the FCO is responsible for public affairs activities concerning overall relief operations and serves as the central point of contact for emergency information. Navy commanders will coordinate with the onsite FEMA public affairs representative in matters relating to media coverage of emergency relief operations.

(6) Navy commanders will coordinate with the local Public Affairs (PA) office and ensure media are kept informed on Navy assistance rendered to civil authorities throughout the relief operation.

(7) Navy commanders will coordinate with civil authorities at the State and local level of government in emergency relief operations.

(8) When a Presidentially declared disaster/emergency occurs and a NEPLO is required on scene, the PPA/RPA should coordinate with COMNAVRESFOR to ensure a sufficient number of Naval Liaison Officers are available to meet Navy mission requirements.

6. Loan and Donation of Property

a. Navy commanders may authorize the loan of equipment and the issuance of supplies subject to the same type of controls used for stock fund items. The loaning activity shall provide an operator along with major pieces of power equipment, such as

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bulldozers, cranes, or road graders, unless there is reasonable assurance that the borrowing organization has a qualified operator.

b. When the Secretary of the Navy (SECNAV) determines that Navy-controlled non-surplus stocks are not immediately required for the execution of essential military missions, such stocks may be made available to FEMA, on a loan basis, to be returned immediately following the emergency period. Reimbursement shall be requested as provided in paragraph 7 for non-consumable property lost, destroyed, or damaged. In case of damaged property, reimbursement shall be for the cost of repair as well as for the reduced utility value of the item. Reduced utility value shall be determined by the lending department.

c. Equipment and supplies declared surplus under existing laws and regulations may be loaned or donated to State and local governments.

7. Funding and Reimbursement

a. Control and accounting for services and/or materials provided to civil authorities shall follow NAVCOMPT Manual, paragraphs 035500-035502.

b. RPAs and/or Navy commanders will furnish Standard Form 1080 billings with documentation of Navy expenses incurred during Presidentially declared disasters/emergencies. Billings shall be submitted via the PPA to a designated command, which will submit consolidated billings to FEMA for reimbursement.

(1) If complete reimbursement cannot be provided, Standard Form 1080 will be returned to the originator with copies of any correspondence justifying reasons for nonpayment.

(2) All charges relating to supplies and services furnished at the request of the American Red Cross will be processed for collection and submitted on Standard Form 1080 to the designated command.

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c. In cases involving undeclared or impending emergencies, each Navy commander shall bill directly the requester of assistance. Requests for reimbursement from local agencies will be handled at the local level.

d. Navy commanders must obtain a formal request for assistance from the DCO to be eligible for FEMA reimbursement.

e. In Alaska, requests for reimbursement shall be forwarded to a single point of contact designated when the emergency is declared.

f. Outside of CONUS and Alaska, requests for reimbursement shall be forwarded to the appropriate unified commander.

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APPENDIX A
FLOOD RELIEF

1. **Purpose.** To provide policy and procedures governing requests for assistance from the U.S. Army Corps of Engineers (ACE) in conducting flood relief operations.

2. **Situation**

a. Under the provisions of Public Law 84-89, the U. S. Army Corps of Engineers has the responsibility to respond to flood emergencies. In the execution of their responsibilities, the ACE is authorized to request assistance directly from the individual military Services.

b. Navy commanders will provide support to the ACE for flood emergencies under the procedures for undeclared emergencies outlined in enclosure (6).

c. If a Presidential declaration is subsequently made in relation to a flood disaster/emergency, the FCO assumes Federal coordinating responsibility and DoD assistance will be provided under declared disaster/emergency procedures outlined in enclosure (6).

3. **Funding and Reimbursement.** Costs incurred by DOD agencies in support of ACE flood relief operations are reimbursable under Public Law 84-99, Code 910-200, funding.

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APPENDIX B
DESTRUCTIVE WEATHER RELIEF

1. **Purpose.** To provide planning information and procedures governing assistance to civil authorities following a destructive hurricane or typhoon.

2. **Navy Emergency Assistance**

a. Given a Presidential declaration of a destructive hurricane or typhoon, DoD and Navy emergency assistance will be provided under declared disaster/emergency procedures outlined in enclosure (6). Navy assistance may include damage assessment, search and rescue operations, emergency medical assistance, food distribution from mobile kitchens, emergency repair of structures, electric power generation, and potable water generation, as required.

b. Before a potentially destructive storm makes landfall, the applicable PPA (FLTCINCs) should make preliminary plans for disaster response and recovery. Information to gather may include:

- Which ships are currently available for civil disaster relief?
- What capabilities do the available ships have?
- How soon after storm's landfall could the ships be at the predicted impact point?
- Where are potential relief supplies currently being stored?

c. Whenever possible, Navy civil assistance forces (shipboard) should follow a category 4 or 5 hurricane/typhoon to shore. This would maximize aid to potentially hard-hit coastal areas and minimize response time after a Presidential declaration.

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APPENDIX C
WILDFIRE ASSISTANCE

1. **Purpose.** To provide policy and procedures governing National Inter-Agency Fire Center (NIFC) requests for support in the containment, control, and extinguishing of wildfires on Federally owned lands.

2. **General**

a. A Memorandum of Understanding exists between DoD and the Departments of Agriculture and Interior to provide military assistance for fire protection of forest and watershed lands. The Secretary of the Army, as the DOD Executive Agent, is responsible for coordinating and controlling military resources used in providing emergency assistance to the NIFC.

b. The Forest Service will submit requests for military assistance from the appropriate Forest Service Regional Headquarters to the NIFC. NIFC will contact the Director of Military Support (DOMS) who will coordinate DOD assistance. Under conditions of imminent seriousness, the Forest Service is authorized to contact the nearest military installation directly for immediate assistance.

c. Training in wildfire fighting is mandatory prior to the commitment of any military personnel. NIFC provides a training team to teach selected personnel basic fire survival skills at their home site. Once the personnel have their basic skills, they are moved to the fire scene where "cold-line" fire training is conducted. Further experience on the "mop up" squad should be gained before personnel get moved to the ongoing fire line. Safety of personnel is paramount.

d. Should the President declare a disaster/emergency, the FCO assumes Federal coordinating responsibility. Requests for DOD assistance will be under the declared disaster/emergency procedures outlined in enclosure (6).

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3. Funding and Reimbursement. Billings by Navy components for reimbursement will be submitted to the appropriate CINC. NIFC reimburses supporting agencies from the Department of Interior (DoI) Emergency Fire Fighting Fund. NIFC will issue a Fire Order Number (FON) to the supported CINC unit representative for reimbursement of DoD provided resources.

Appendix (C) to
Enclosure (6)

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APPENDIX D
DESTRUCTIVE EARTHQUAKE RELIEF

1. **Purpose.** To provide planning information and procedures governing military assistance to civil authorities following a destructive earthquake.

2. **General**

a. All Federal earthquake response is designed to assist and support State disaster response efforts. The Federal Emergency Management Agency's (FEMA) publication, the Federal Response Plan (FRP), details the participation of Federal Agencies during recovery efforts following all emergencies including a major earthquake. Twelve Emergency Support Functions (ESFs) have been identified, from Transportation (ESF#1) to Energy (ESF#12).

b. Urban Search and Rescue (ESF#9), formally a lead function of DoD, is now the primary responsibility of FEMA. DOD has support responsibilities for all ESFs. For more information, see the Federal Emergency Response Plan.

3. **Navy Emergency Assistance.** Given a Presidential declaration of a destructive earthquake, DOD and Navy emergency assistance will be provided under declared disaster /emergency procedures outlined in enclosure (6). Navy assistance may include power generation, search and rescue operations, emergency medical assistance, construction battalion support, etc., as required.

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APPENDIX E
AUGMENTATION OF UNITED STATES POSTAL SERVICE (USPS) IN
EVENT OF POSTAL WORK STOPPAGE - GRAPHIC HAND

1. **Purpose.** To provide policy and procedures governing requests for employment of naval forces regionally or nationally during work stoppages/strikes by Postal Service (USPS) employees, as outlined in DoD Postal Augmentation Plan (GRAPHIC HAND) of 1 OCT 1993 (NOTAL).

2. **General**

a. **Mailhandlers Strike Intervention.** In the event of mail service disruption, DOD may be required to provide materials, supplies, equipment, services, and personnel sufficient to permit USPS to safeguard, process, and deliver the mail in areas impaired by postal employee work stoppages.

b. **Authority.** Legal authority for the employment of the military to support processing and distribution of the mail is found in the authority of the President to utilize the Armed Forces to prevent any unlawful interference with the transportation of the mails (In re Debs, 158 U.S. 564 (1895)), an interdepartmental transfer of services and equipment under Title 31 U.S.C. 1535 (Economy Act) and Title 39, U.S.C. 411. Selective mobilization of Reserve Components (RC) will be accomplished under the provisions of Title 10, U.S.C. 673 (Ready Reserve).

3. **Command Responsibility**

a. **Director of Military Support**

(1) The Director of Military Support (DOMS) directs the movement and employment of military forces in support of the USPS through either U.S. Commander in Chief, Atlantic Command (USCINACOM) or U.S. Commander in Chief, Pacific Command (USCINCPACOM). Component commands, and the Service Chiefs, provide support, as required.

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(2) Directs execution of the civil disturbance operations plan (GARDEN PLOT) in the event of disorders which occur as an outgrowth of postal operations and require the prepositioning and/or commitment of Federal forces.

b. Chief of Naval Operations

(1) Provides U.S. Navy services and personnel as required by the DOD Executive Agent or designated representative under assigned defense priorities.

(2) Designates and mobilizes Naval Reserve Component units to active duty, as directed.

(3) Designates task force commanders and deputy task force commanders, as required.

(4) Upon request, nominates Base Support Installation (BSI)/Activity to support task forces.

(5) Designates the Principal Planning Agent (PPA), Regional Planning Agent (RPA), and the city/area points of contact, as required.

(6) Provides Defense Coordinating Officer (DCO) (grade 0-7), to selected USPS Headquarters, as directed.

4. Concept of Operations

a. Military personnel will be employed to the degree necessary, generally at major origin points, major distribution centers, and major cities.

b. Minimum essential services:

(1) Prepare mail for sorting

(2) Sort mail

(3) Transport mail between postal facilities, airports, railroad stations, etc.

(4) Accept mailings from customers

c. Intermediate services (may be requested by USPS after 72 hours):

(1) Prepare sorted mail either for dispatch to destination office or delivery unit.

(2) Place mail in lock boxes

(3) Deliver mail to customers through a "call" window at designated postal units

(4) Move sacked mail from mail processing units to delivery units and designated sub-units (lobbies of office building, fire stations, apartment houses, hospitals, churches, etc.)

(5) Deliver mail to selected business/government offices

(6) Collect mail from arterial boxes and chute boxes in major business buildings.

5. Reimbursement

a. Reimbursement will be provided only for incremental costs incurred in support of GRAPHIC HAND. Incremental costs are defined as those costs incurred over and above the normal operating costs of the personnel and forces involved in the postal augmentation requirement.

b. Installations will report expenses to the Component Commander/Supported CINC for consolidation and submission to the U.S. Postal Service for reimbursement.

Appendix (E) to
Enclosure (6)

OPNAVINST 3440.16C

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1. Anticipated impact on local community relations resulting from approval or disapproval of this report.

m. Comments and recommendations, as appropriate, for approval or denial based upon knowledge of facts at hand.

n. Other pertinent information, such as effect on ability to perform assigned mission, the extent and duration of assistance required, and ability to provide the support requested.

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APPENDIX G
OIL SPILL CLEANUP

1. **Purpose.** To provide policy and procedures governing Coast Guard requests for Navy assistance in conducting oil spill cleanup operations.
2. **Background.** The Coast Guard has the responsibility to monitor and/or provide cleanup operations for oil spills within the Exclusive Economic Zone (EEZ) and out to 200 nautical miles offshore. Most spills are cleaned up by the responsible party hiring commercial contractors to provide the necessary equipment and personnel required to remove the oil from the water. When the responsible party is unknown, is taking inappropriate action, or is unable to respond, the Coast Guard is required to arrange for the removal of the oil from the water. Typically this is accomplished by hiring commercial contractors. On occasion, the Coast Guard will request assistance from the U.S. Navy, consistent with the National Contingency Plan (Title 40 Code of Federal Regulations).
3. **Navy Assistance**
 - a. The Navy and Coast Guard have a Memorandum of Understanding (MOU) (CG 80-21 of 15 September 1980) that outlines the procedures for obtaining assistance from the Navy for oil spill cleanup. Requests for such assistance are generally made when the Navy's specialized containment and skimming equipment could be used to advantage in particular oil cleanup operations.
 - b. The Navy Supervisor of Salvage (SUPSALV) controls the Navy's inventory of emergency oil spill cleanup equipment for contingency operations. Upon Coast Guard request, containment boom, skimmers, and other related equipment will be sent to the spill area.
 - c. In a catastrophic oil spill, the President may declare a national emergency. The Secretary of the Army, as DoD Executive Agent, may task DOMS to set up a Joint Task Force to oversee and

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coordinate the oil cleanup operation. There may be many other ancillary concerns (e.g., environmental, health, commerce, legal) which could eventually involve a myriad of Federal and State government agencies.

d. Navy Principal Planning Agents (PPA) (CINCLANTFLT, CINCPACFLT) may be asked by DOMS, through USCINACOM/USCINCPAC, to provide ships, aircraft, and/or equipment in addition to SUPSALV skimmers and oil containment equipment. DOMS, however, is expected to avoid requesting specific ships, squadrons, or activity assets. All such requests will be filled by the PPAs/RPAs within the constraints of existing operational commitments.

3. Funding and Reimbursement. Costs incurred by DOD agencies in support of Coast Guard oil spill cleanup operations are reimbursable from the Oil Spill Liability Trust Fund [i.e. "Super Fund" created through the consolidation of the USCG 311(k) Fund, Outer Continental Shelf Lands Fund, and the Deep Water Ports Fund (18 August 1990)].

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NAVY ASSISTANCE FOR CIVIL DISTURBANCES

1. **Purpose.** To provide guidance and procedures for employing Navy personnel, forces, equipment, supplies and facilities in support of civil authorities (including the National Guard) and other Federal agencies during civil disturbance emergencies.

2. **General**

a. The primary responsibility for protection of life and property and the maintenance of law and order within the territorial jurisdiction of any State, the District of Columbia, Commonwealth of Puerto Rico, and U. S. possessions and territories is vested in the local and State governments.

b. There are legal limits upon Military Assistance for Civil Disturbance (MACDIS) operations. The most important of these is the Posse Comitatus Act, which prohibits the use of military forces in executing or enforcing civil laws except as authorized by the U. S. Constitution or Act of Congress. The employment of DoD military resources in controlling civil disturbances, when necessary, will normally be authorized only by a Presidential Directive or an Executive Order directing the Secretary of Defense to assist in restoring law and order in a specific State or locality. Exceptions to this condition will be limited to:

(1) Sudden or unexpected invasions or civil disturbances incident to earthquake, fire or flood, or other such calamity endangering life where immediate response is required.

(2) Loan of military resources (other than personnel employed in a direct law enforcement role) in response to requests from civil authorities.

(3) Protection of Federal property and functions.

(4) The use of military forces in response to domestic terrorist incidents under specific statutory authority [18 U.S.C. 112 (1982)].

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c. Civil Disturbance Plan (Garden Plot)

(1) The Secretary of the Army is the DOD Executive Agent in all matters pertaining to the planning for and employment of Federal military resources in civil disturbance operations in the 50 States, District of Columbia, Commonwealth of Puerto Rico, and U.S. possessions and territories. The Director of Military Support (DOMS) acts for the DOD Executive Agent and provides guidance for the development of plans to support civil disturbance operations in the Department of the Army (DA) Civil Disturbance Plan (Garden Plot).

(2) Garden Plot establishes a Civil Disturbance Condition (CIDCON) system to provide a progressive increase in preparation of designated forces. However, Navy planning for civil disturbance operations should be based on the assumption that DOD resources may be required at any time, with or without advance warning, to assist civil authorities or to enforce Federal law on a massive or limited scale.

(3) The Commander, USFORSCOM, directs the Continental U.S. Army (CONUSA) Commanders in planning for civil disturbance operations on the regional level. State and local civil disturbance planning is accomplished by the State Adjutant General.

d. Terrorism. The Attorney General is responsible for Federal response to acts of terrorism in the U.S. Within the Department of Justice, the Federal Bureau of Investigation will be the lead agency for terrorist incidents.

e. Key Asset Protection Program. MACDIS operations may include the use of Navy assets for the assistance of civil law enforcement, as required, to ensure the physical security of DoD key assets.

f. Counterdrug and Aircraft Piracy Operations. Military support for counterdrug and aircraft piracy operations are covered by authorities beyond the scope of this publication.

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3. Concept of Operations

a. The commitment of Federal military forces for civil disturbance operations must be directed by the President. When so ordered, the DOD Executive Agent through DOMS tasks USCINACOM, USCINCPAC, and/or Commander in Chief U.S. Special Operations Command (USCINCSOC) as appropriate, to provide required military resources in CONUS or outside of CONUS (OCONUS). The Services and CJCS will be informed of any such DOMS request prior to tasking of the CINCs.

b. Navy Participation. Navy support to civil disturbance operations can be expected to consist of logistical support to other DoD components and airlift support as required.

4. Responsibilities

a. Navy Principal Planning Agents

(1) Arrange for logistical and airlift support required by the DOD Executive Agent for civil disturbance operations.

(2) Provide necessary guidance to Navy commanders assigned a support responsibility for civil disturbance operations.

(3) Ensure Navy planning on the regional level is consistent with Garden Plot operations plans.

b. Navy Regional Planning Agents

(1) Ensure logistics support requirements of Navy are defined and facilities, supplies, and equipment identified.

(2) Ensure Navy planning on the State level is consistent with Garden Plot operations plans.

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NAVY SUPPORT TO THE KEY ASSET PROTECTION PROGRAM

1. **Purpose.** The Key Asset Protection Program (KAPP) is the DoD program which promotes protection of designated Key Assets within the United States and its possessions and territories.
2. **General.** The program, detailed in SECNAVINST 4862.10A, "DOD Key Asset Protection Program" (NOTAL), is accomplished through the provision of physical security and emergency preparedness advice, guidance, and planning assistance to the owners and managers of designated non-DoD assets. The purpose is to encourage the safeguarding of listed properties (factories, power plants, railway bridges, etc.) from sabotage, espionage, and other hostile or destructive acts.
3. **Executive Agent.** Commander Forces Command (COMFORSCOM) through USCINACOM has been designated as DOD Executive Agent for KAPP, (DOD Directive 5160.54 of 26 June 1989 (NOTAL)).
4. **Key Assets List (KAL).** A list of Navy Key Assets will be drawn up by Commander Naval Air Systems Command (COMNAVAIRSYSCOM) with inputs from the other Systems Commands and their subordinate commands. Nomination procedures involved with placing a new site on the KAL are delineated by SECNAVINST 4862.10A (NOTAL). Information from the KAL will be classified SECRET and is not releasable to contractors. FORSCOM will compile data from all sources and publish and distribute the KAL.
5. **Navy Emergency Preparedness Liaison Officer (NEPLO) Responsibilities.** NEPLOs should be aware of any assets within their AOR which have been placed on the Key Asset List. Sites identified on the KAL are required to have a vulnerability survey. For those sites considered complex, the Defense Investigative Service will conduct the survey. Physical Security Plans for each site should be developed by the STARC. NEPLOs should keep track of each step in the KAPP process and provide coordination as needed with the site managers.

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DEFINITION OF TERMS

All Hazards. Natural or man-caused events, without limitation, including civil disturbances, which may result in major disasters or emergencies.

Automatic Response. Actions taken independently by a military commander in anticipation of or during a civil emergency to save lives or prevent human suffering.

CIDCON. Civil Defense Condition.

Civil Authorities. Elected and appointed public officials and employees who constitute the government of the 50 States, District of Columbia, Commonwealth of Puerto Rico, U. S. possessions and territories, and political subdivisions thereof.

Civil Defense. Activities and measures designed to minimize effects upon the domestic civilian population caused by an enemy attack upon the United States.

Civil Defense Emergency. A national emergency resulting from devastation created by an enemy attack and requiring emergency operations during and following an attack. This emergency may also be proclaimed by appropriate authority in anticipation of an attack.

Civil Disaster. Any domestic event having a significant potential for causing the loss of life, injury, human suffering, or property damage to the civilian community. Civil disasters include civil emergencies, civil disturbances, and situations requiring implementation of civil defense measures.

Civil Disturbances. Group of acts of domestic violence and disorders prejudicial to public law and order within the 50 states, District of Columbia, Commonwealth of Puerto Rico, United States possessions and territories, or any political subdivision thereof. This includes all domestic conditions requiring the use of Federal Armed Forces under Chapter 15 of Title 10, U.S.C.

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Civil Emergency. Any domestic occurrence or threat other than civil disturbance or wartime emergency which may cause considerable injury or harm to the population or substantial damage or loss of property.

Civil Resources. Resources that normally are not controlled by the government. These include manpower, food and water, health resources, industrial production, housing and construction, telecommunications, energy, transportation, minerals, materials, supplies, and other essential resources and services.

Continental United States Army (CONUSA). A regionally oriented command with geographic boundaries under the command of Forces Command. The CONUSA is a numbered Army and is the FORSCOM agent for mobilization, deployment, and domestic emergency planning and execution.

Declared Disaster/Emergency. Any actual or threatened condition which, in the determination of the President, is of such severity and magnitude to warrant Federal assistance under Public Law 93-288 (Disaster Relief Act of 1974) to supplement State and local government efforts to relieve damage, hardship, and suffering.

Defense Coordinating Officer (DCO). A military or civilian of any DoD Component, who has been designated by the DoD Executive Agent or responsible DoD Component to coordinate Military Support to Civil Authorities (MSCA) activities under DoD Directive 3025.1 of 15 January 1993 (NOTAL).

Disaster Field Office (DFO). The DFO is the office established in or near the designated disaster area to support Federal and State response and recovery operations. The DFO houses the FCO, the DCO, and the ERT. The DFO will be collocated with or in close proximity to the SCO and support staff.

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DOD Resources. Military and civilian personnel (including selected and ready reservists of the military services), facilities, equipment, supplies, and services owned by, or under the jurisdiction of a DOD Component, to include airlift and other transportation services.

DOD Resource Data Base (DODRDB). The DODRDB is an automated emergency resource database which provides directories of emergency command headquarters (Federal and State), directories of liaison personnel and emergency planners (EPLOs), numbers and types of applicable military equipment on-hand, and specific DOD capabilities which might be available in an emergency. The data are arranged by Service, Region, State, and Installation. The DODRDB is available for distribution on floppy disks for easy access in the field.

Emergency Response Team (ERT). The ERT is an interagency team, consisting of the lead representative from each Federal Department or Agency assigned primary responsibility for an ESF and Key members of the FCO's staff. The ERT is formed to assist the FCO in carrying out coordination responsibilities.

Emergency Support Function (ESF). A functional area of response activity established to facilitate coordinated Federal assistance required after a major disaster or civil emergency to save lives, protect property and public health, and maintain public safety.

Federal Coordinating Officer (FCO). The senior Federal official appointed to act for the President in accordance with the provisions of 42 U.S.C. 5121, et. seq., as amended. The FCO represents the President for coordinating the administration of Federal relief activities in the designated disaster area.

Federal Emergency Management Agency (FEMA). An independent Federal agency which coordinates Federal efforts and responsibilities to anticipate, prepare for, and respond to domestic emergencies and disasters.

Federal Function. Any function, operation, or action carried out under the laws of the United States by any department, agency, instrumentality, officer or employee of the United States.

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Federal Property. That property which is owned, leased, possessed, or occupied by the Federal Government.

Foreign Disaster. A civil emergency that occurs outside the contiguous 48 states, Hawaii, Alaska, and United States territories and possessions.

Imminently Serious Condition. An emergency-produced condition of such severity that immediate assistance is required in order to save human life, prevent immediate human suffering, or mitigate great destruction or damage to property. Where the condition is of such severity that delay in awaiting instructions from higher authority is unwarranted, an active component military commander will take action as may be required and justified to save human life, prevent immediate human suffering, or mitigate major property damage or destruction.

Joint State Area Command (JSAC). Terminology for the state military headquarters (STARC) when it is Federalized.

Lead Operational Authority (LOA). LOA is that authority which has been delegated to a command or component to carry out specific missions, functions, and tasks for which it has resident experience.

Major Disaster/Emergency. See Declared Disaster/Emergency.

Military Resources. Military and civilian personnel, facilities, equipment, supplies, or transportation services under control of a DoD component.

National Emergency. A condition declared by the President or by the Congress by virtue of powers vested in them which authorize certain emergency actions be undertaken in the mobilization of national resources.

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National Interagency Fire Center (NIFC). The NIFC is an Interagency Fire Control Center responsible for coordinating operations in forest and grassland fire emergencies occurring within the continental United States.

Regional Interagency Steering Committee (RISC). A regional interagency group chaired by the FEMA Regional Director and comprised of Federal departments and agencies that have a primary or secondary ESF responsibility in the Federal Response Plan.

State Coordinating Officer (SCO). The person appointed by the governor of the affected State to coordinate State and local response efforts with those of the Federal Government.

State Area Command (STARC). A Department of the Army (DA) management headquarters responsible for mobilizing the State's Guard and getting them to their mobilization stations.

State Military Headquarters. A headquarters set up for pre-attack MSCD planning. The State headquarters and headquarters detachment of the Army National Guard comprise the State Military Headquarters.

Supported Organization. Organization (e.g., CINC) which is to receive aid from other organizations.

Supporting Organization. Organization (e.g., CINC, Service) which is to provide aid, as required, to another organization.

Terrorist Incident. A form of civil disturbance defined as a distinct criminal act committed or threatened by a group or individual to advance a political objective which endangers safety or property. This definition does not include aircraft piracy emergencies.